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**REFORM '88: Elimination, Consolidation and Cost Reduction**  
**of Government Publications**

Over 2,000 government publications--one out of every six--are targeted for termination or consolidation into other publications under the Reagan Administration's continuing drive to eliminate costly, redundant and superfluous publications, Office of Management and Budget Deputy Director Joseph R. Wright, Jr., announced today.

In response to a Presidential directive announced in April 1981 and as a result of the review that OMB directed agencies to undertake last October, sixteen percent of all government publications will be discontinued. This amounts to 70 million copies -- 1/12 of the 850 million copies printed which are enough to provide every household in the United States with ten copies.

According to Wright, the initiative, together with 4,500 other cost reductions proposed for an additional 2,300 publications, will produce cost savings of more than one-third of all Federal publications. One out of three government publications will have its costs reduced or eliminated.

"Until the President directed a complete review of all government publications, Federal departments and agencies were printing about 12,000 publications," Wright said. "As a result of this in-depth study, our printing bill will be reduced from \$173 million in 1981 to about \$152 million in 1983. This is despite increased printing costs."

--MORE--

"This project is the culmination of a year and a half's work. The fact that this was more difficult and time-consuming than originally anticipated underscores the need for Reform '88," Wright said. "The process of identifying, describing, and evaluating over 12,000 publications was a far more mammoth undertaking due to the internal inadequacies of the agencies' systems."

Wright cited that many agencies had no conception of the number or cost of their publications. Inventories of periodicals had never been centralized. There was a need to design and implement a process to review and reduce that inventory through the use of the agency's approved control plan. Each agency's inventory and reduction proposals were reviewed by the agency's OMB budget examiner. Often this triggered a further round of review and reduction.

Wright emphasized that "the cutback will not affect needed and necessary printed materials that should be available to the public. Use, not abuse, is the key phrase of this program as we evaluate the importance and use of each publication."

"Many of these publications are duplicative of pamphlets and brochures that are readily available at little or no cost from product firms or private publishers," Wright continued.

The Department of Health and Human Services was the largest single distributor accounting for over 350 million copies or over 40 percent of the federal total. The average cost to produce each title is over \$11,000. Three Departments--Energy, Labor and Agriculture--lead the list in publication elimination and consolidation.

Examples of printed periodicals, pamphlets and other publications that have been eliminated include: How to Buy a Christmas Tree, Have a Sparkling Clean Kitchen Sink, Make Dishwashing Easy, Hot Springs Bathing Instruction, Wondering Which Way to Turn and Tips for Cashiers.

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## FACT SHEET

### Reform '88: Elimination, Consolidation and Cost Reduction of Government Publications

#### SUMMARY

President Reagan's directive to eliminate unnecessary spending on Government publications has resulted in:

- the elimination or consolidation of 2,000 publications or one out of every six. This accounts for more than 70 million copies or 8 percent of all copies printed.
- the cost of another 2,300 publications is being reduced which means that more than one out of every three Federal publications will have its costs reduced.
- cost reductions will exceed \$20 million, a 15 percent reduction of the cost of these publications since the project began. This is despite rapidly rising publishing costs.

Additional actions are being taken to more closely review the remaining publications as part of Reform '88.

#### BACKGROUND

- In April 1981, the President directed agency heads to impose a moratorium on new publications and audio-visuals and to work with OMB on reducing these costs.
- Pursuant to this directive, OMB issued instructions to the agencies on 1) implementing the moratorium, 2) reviewing all existing and planned activities, 3) developing tighter approval systems, and 4) reporting to OMB on funding reductions.
- In October 1981, further OMB instructions targeted existing publications by requiring each agency to 1) list inventory information about each of its existing publications, 2) review each publication for elimination, consolidation and cost reductions, and 3) report to OMB on these additional funding reductions.
- The list of agency publications and proposed reductions were reviewed by agency central office staff and OMB budget examiners, and further reductions were made.

## RESULTS

### Number of Publications

The agencies identified 12,217 periodicals and pamphlets in their inventories. Agriculture reported the largest inventory of publications with almost 2,800 titles. Interior and DOD each reported about 1,800 titles, and HHS listed almost 1,100 titles. These four agencies accounted for more than 60 percent of all publications listed.

### Number of Printed Copies of Publications

Last year, the Federal Government printed almost 860 million copies of these 12,217 titles, or more than 10 copies for every household in the United States. HHS was the largest single distributor, accounting for more than 350 million copies, or over 40 percent of the Federal total. Agriculture and Treasury were the only other agencies reporting over 100 million copies each.

### Elimination of Publications

The agencies have proposed the elimination or consolidation into other publications of 2,000 existing publications, or one of every six titles. Agriculture alone proposed cancellation of over 850 titles. These 2,000 publications to be discontinued account for more than 70 million copies, or more than 8 percent of all copies printed. Agriculture led all agencies in number of publications eliminated (742) and the percentage (27 percent) eliminated. Next, DOD (212), Labor (186) and Interior (102) were the only other agencies with more than 100 eliminations each. Treasury and Commerce had the fewest eliminations, with less than 4 percent scheduled for elimination.

### Consolidation of Publications

In addition to 1,762 eliminations, the agencies are proposing the consolidation of 236 publications. Agriculture again led all agencies in consolidations, more than half. Agriculture proposed more than five times as many consolidations as the next highest agency.

### Agency Costs

DOD had the largest publications cost of any agency, more than \$28 million. HHS was next with \$24 million in costs. Agriculture and Treasury followed with \$13 million and \$12 million respectively. These four agencies account for almost three-fifths of the cost of all Federal publications.

### Average Cost Per Publication

The average cost to produce each title is more than \$11,000 and ranges from less than \$3,400 in Interior to more than \$22,000 in HHS. The per-copy cost varies among agencies from about 10 cents to about 50 cents per copy.

### First Issue Dates

Information on first issue dates was provided for 71 percent of the titles. The information provided reflects only the first issue date of publications that are still being distributed. Where first issue dates were given, the 1976-1980 period had the most new issues, with more than 45 percent of the total. This contrasts with only 18 percent of the first issues being started in the 1971-1975 period.

### Other Types of Cost Reductions

In addition to the 2,000 discontinued publications, the agencies proposed 4,478 cost-reduction actions on 2,300 other publications so that one out of every three Government publications will have its costs reduced (more than 4,300 out of 12,217). The others are still under review.

### Total Cost Reductions of Publications

When these cost reduction actions are added to the 2,000 eliminations and consolidations, the number of publications with some cost-saving action will total more than 4,300 titles, or over 35 percent of all Federal publications. Thus the review accomplished so far will reduce the cost of one out of every three Federal publications going to the public. The other two out of three Federal publications are still being reviewed to find additional cost savings.

### Savings from Eliminations, Consolidations and Cost Reductions

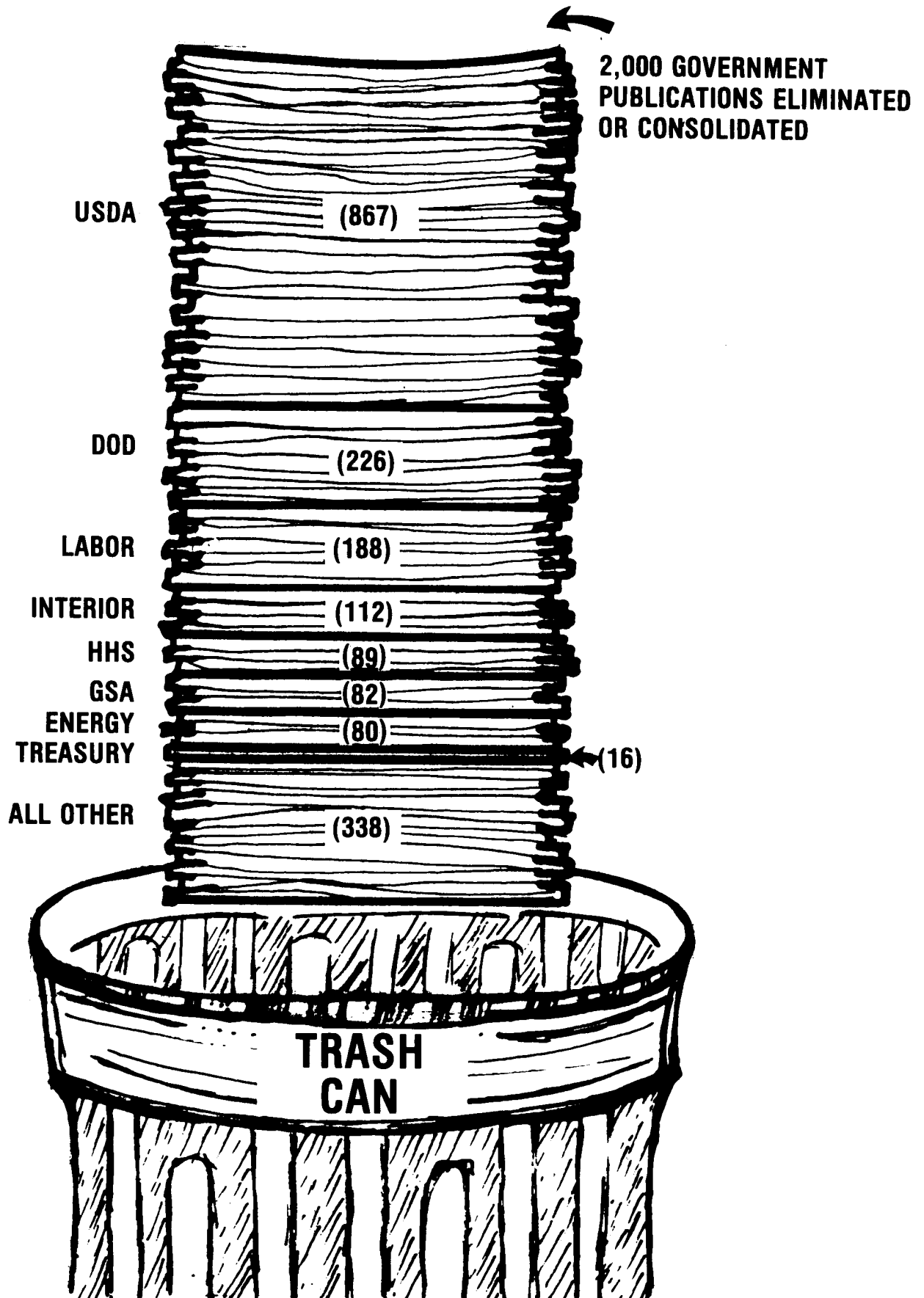
The savings that would result from these eliminations, consolidations, and cost reductions total more than \$20 million for all agencies. Overall, these savings represent a reduction of more than 15 percent of the cost of these publications since the project began. On a fiscal-year basis, the cost reductions from 1981 to 1983 will be more than \$20 million. Similar savings are expected during 1983 to 1985 as part of Reform '88. Agriculture, Energy and Labor had the largest reduction in costs from 1981 to 1983 with about 20 percent reductions.

### The Need for Reform '88

The fact that this project took far longer than anticipated -- a year and a half -- underscores the need for Reform '88. As part of Reform '88, publications reductions will be monitored by the management tracking system being used to quantitatively measure the quarterly accomplishment of Reform '88 goals. Following the Department of Agriculture model, each agency will be reviewing its publications for increased user fees.

OMB will be working with agency heads to establish additional eliminations and other cost reductions. As an example of continuing duplications and overlap in Government publications, the words "energy", "fish", or "home", were mentioned in more than 300 different titles. These and other examples of repetitious titles are being sent to the appropriate agencies as part of an interagency review to identify additional duplication and overlap in existing publications.

# ELIMINATIONS AND CONSOLIDATIONS OF GOVERNMENT PUBLICATIONS BY AGENCY



## GOVERNMENT PUBLICATIONS THAT ARE BEING ELIMINATED, CONSOLIDATED OR REDUCED

ALL GOVERNMENT  
PUBLICATIONS (12,200)

PUBLICATIONS THAT  
ARE BEING ELIMINATED  
OR CONSOLIDATED  
(2,000)

PUBLICATIONS WITH  
COST REDUCTIONS  
(2,300)

PUBLICATIONS STILL  
UNDER REVIEW

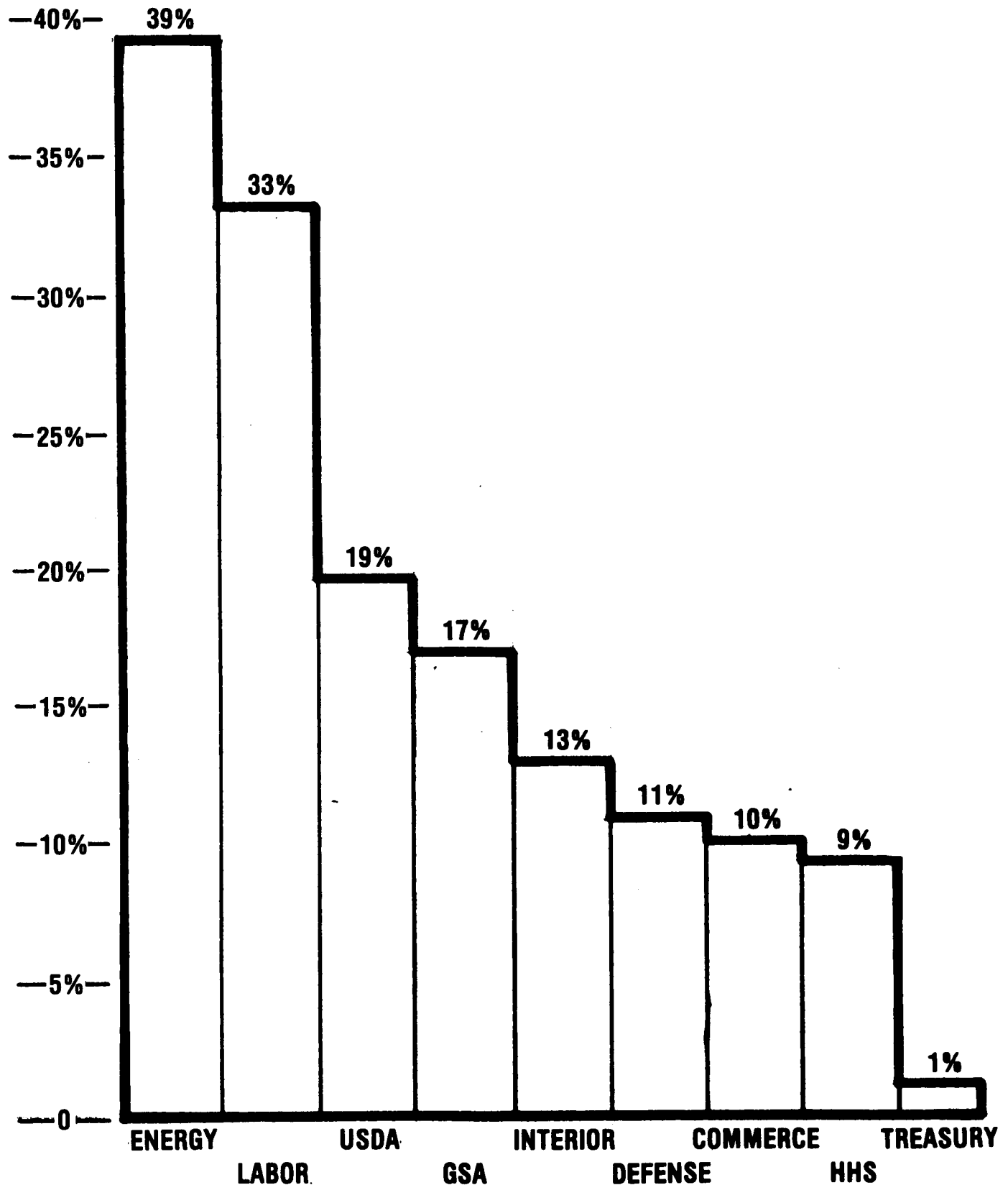
ONE OF EVERY  
THREE GOVERNMENT  
PUBLICATIONS IS  
BEING REDUCED

ALL OTHER  
GOVERNMENT  
PUBLICATIONS ARE  
STILL BEING  
REVIEWED

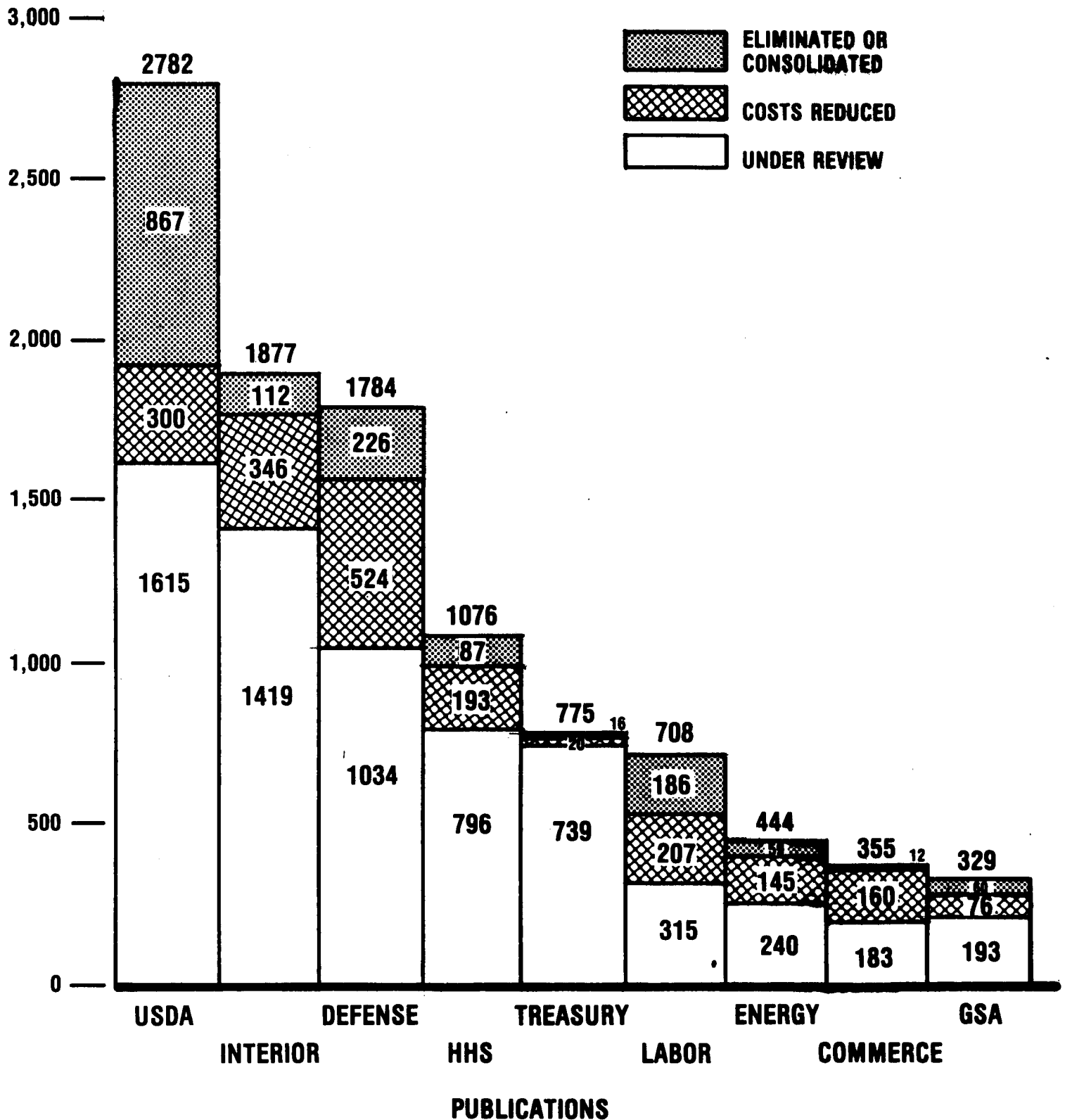
**MAGAZINES**

## SAVINGS ON PUBLICATIONS AS A PERCENT OF COST BY AGENCY

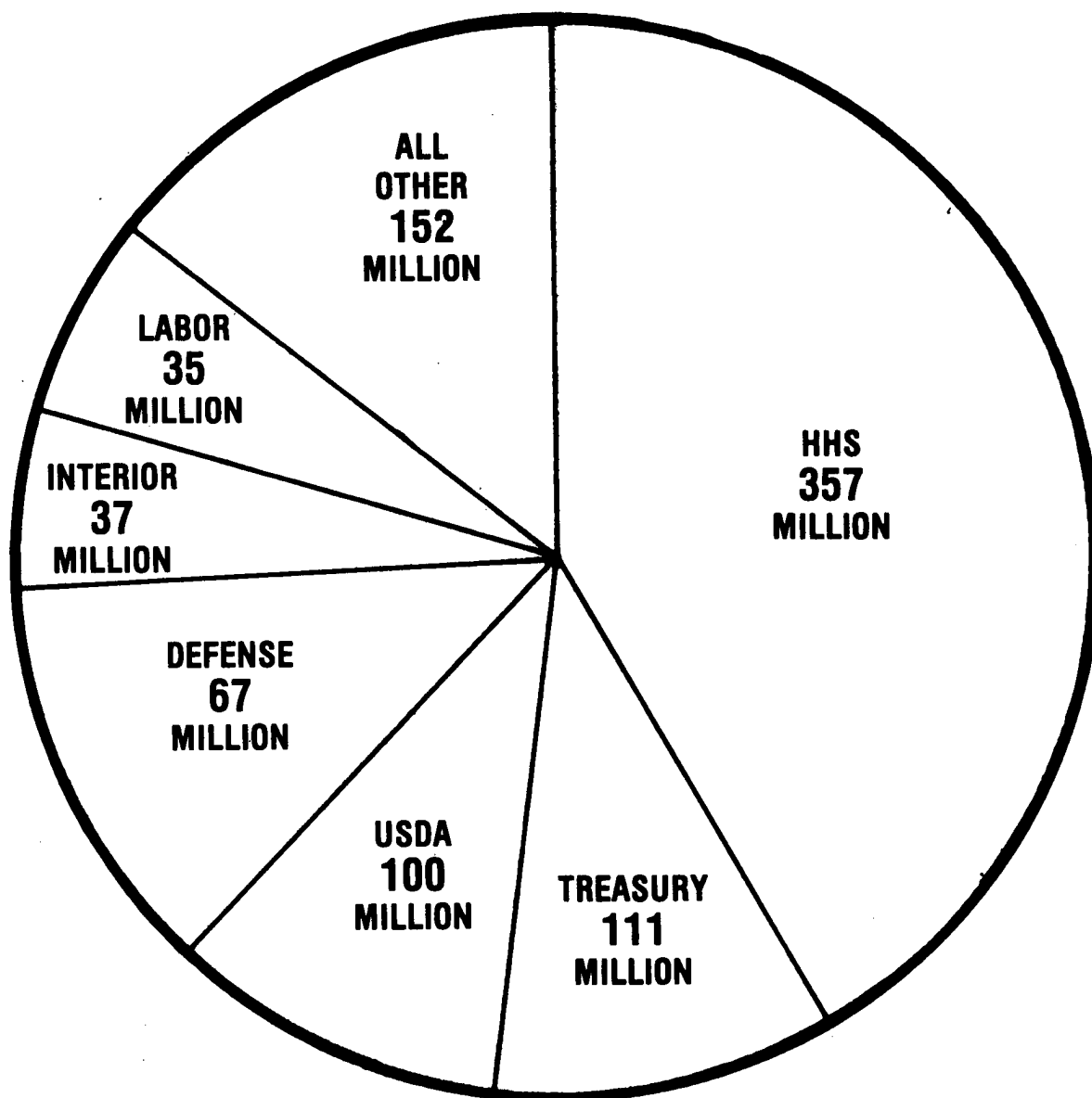
SAVINGS AS A  
PERCENT OF COST



## DISPOSITION OF GOVERNMENT PUBLICATIONS BY AGENCY



## THE FEDERAL GOVERNMENT PUBLISHES 860 MILLION COPIES OF PUBLICATIONS



As the agencies had never centralized their inventories of periodicals and pamphlets or systems to review and approve them, a significant effort was required in each agency to develop such inventories. There also was a need to design and implement a process to review and reduce that inventory through the use of the agency's approved control plan. Each agency's inventory and reduction proposals were reviewed by the agency's OMB budget examiner. In some cases this OMB review triggered a further round of review and reduction.

This process required a much longer period of time than originally estimated. The process of identifying, describing, and evaluating over 12,000 publications stretched out over an extended period for some agencies. New review boards and processes were required by the agencies to develop agency-wide proposals for the elimination, consolidation and reduction of periodicals and pamphlets.

#### Characteristics of Agency Publications

In addition to title listings, each reporting agency was asked to provide specific information for each title on cost, volume, frequency of issue, age, level of approval or requirement, and revenue, if any, from subscription, mail-order, and bookstore sales. The compilation of this information proved to be difficult and time-consuming for many agencies, since much of the information had never been collected before or was not readily available in agency files.

Upon completing this inventory, each agency was required to review its publications and make further eliminations, consolidations, and reductions. A second inventory was then submitted to OMB by each agency which provided information for each title on the results of the agency review. Specific information on changes (including the type of changes made or planned) and savings resulting from these changes was reported. This second inventory also proved to be difficult and time-consuming.

The information, thus collected from each agency, was transferred to a computer file by OMB, reproduced in a printed format, and returned to the agencies for verification and correction of errors, omissions, or other anomalies. Upon completion of this verification and correction phase, OMB staff generated a series of summary reports from the computer file which are discussed below.

The information in this report is a compilation of individual agency data collections. The completeness and accuracy of the information may vary between agencies and even between subdivisions within major agencies because of variations in interpreting definitions of terms and the levels of effort expended on data collection and verification. We are confident that this report accurately reflects the general situation if not precise conditions.

The table on the following page presents the following characteristics of the largest nine agencies and the total federal inventory of publications: 1) agency cost, 2) number of publications, 3) copies of publications, 4) average cost per publication, and, 5) average cost per copy. These characteristics are discussed by section.

CHARACTERISTICS OF AGENCY PUBLICATIONS

AGENCY	Cost of Publications (millions of dollars)	Number of Publications	Copies of Publications (millions of copies)	Average Cost Per Publication	Average Cost Per Copy
DOD	\$ 28.2	1,784	67.2	\$ 15,801	\$ 0.42
HHS	\$ 23.9*	1,076	356.9	\$ 22,233*	*
Agriculture	\$ 13.3	2,782	100.4	\$ 4,786	\$ 0.13
Treasury	\$ 11.7	775	110.9	\$ 15,127	\$ 0.11
Energy	\$ 8.6	444	16.0	\$ 19,394	\$ 0.54
Labor	\$ 6.5	708	35.1	\$ 9,182	\$ 0.19
Interior	\$ 6.3	1,877	37.5	\$ 3,340	\$ 0.17
Commerce	\$ 6.2	355	12.6	\$ 17,404	\$ 0.49
GSA	\$ 6.1	329	29.1	\$ 18,670	\$ 0.21
All other	\$ 24.8	2,087	93.1	\$ 11,847	\$ 0.27
TOTAL GOVERNMENT	\$135.6	12,217	858.8	\$ 11,097	\$ 0.16

\* Many HHS publications were listed without cost data but with volume and other data, so these are only partial costs for HHS.

Agency Costs

The costs of producing the publications reported by the agencies added up to \$136 million. The Department of Defense (DOD) had the largest publications cost of any agency with over \$28 million. The Department of Health and Human Services (HHS) was the next with \$24 million in costs. The Departments of Agriculture and Treasury followed with \$13 million and \$12 million respectively. These four agencies account for almost three-fifths of the cost of all federal publications.

Number of Publications

The agencies identified 12,217 periodicals and pamphlets in their inventories. Agriculture reported the largest inventory of publications with almost 2800 titles. Interior and DOD each reported about 1800 titles and HHS listed almost 1100 titles. These four agencies accounted for over 60 percent of all publications listed.

Number of Printed Copies of Publications

Last year, the Federal Government printed almost 860 million copies of these 12,217 titles, or over 10 copies for every household in the United States. HHS was the largest single distributor accounting for over 350 million copies or over 40 percent of the federal total. Agriculture and Treasury were the only other agencies reporting over 100 million copies each.

The number of copies of each publication printed varied dramatically from under 100 to over a million copies. For the titles on which print-run statistics were gathered, most (80%) had total copies of fewer than 30,000 printed in any one year. Over 5,000 or 44 percent of all titles were printed in small quantities of 5,000 or fewer copies in any one year. Only eight percent of the titles represented printings of over 100,000 copies or more:

<u>Number of copies per publication</u>	<u>Number (#)</u>	<u>Percent of total (%)</u>
Under 500	892	7.8%
500-999	713	6.2%
1,000-2,999	2,362	20.7%
3,000-4,999	1,117	9.8%
5,000-9,999	1,578	13.8%
10,000-19,999	1,433	12.5%
20,000-29,999	1,111	9.7%
30,000-49,999	593	5.2%
50,000-99,999	682	6.0%
100,000-199,999	367	3.2%
200,000 and over	585	5.1%
No response	784	
<b>TOTAL</b>	<b>12,217</b>	<b>100.0%</b>

Average Cost Per Publication and Per Copy

The average cost to produce each title is over \$11,000 and ranges from under \$3,400 in the Interior to over \$22,000 in HHS. The per copy cost varies among agencies from about \$0.10 to about half a dollar per copy.

<u>Cost Per Publication</u>	<u>Number</u> (#)	<u>Percent of total</u> (%)
Under \$500	2,687	23.3
\$ 500 to \$ 999	1,687	14.7
\$ 1,000 to \$ 2,999	2,886	25.1
\$ 3,000 to \$ 4,999	1,185	10.3
\$ 5,000 to \$ 9,999	1,230	10.7
\$ 10,000 to \$ 19,999	758	6.6
\$ 20,000 to \$ 49,999	579	5.0
\$ 50,000 to \$ 99,999	239	2.1
\$100,000 or more	259	2.2
No Response	707	
<b>TOTAL</b>	<b>12,217</b>	<b>100.0%</b>

Most of the more expensive publications were periodicals which had an average cost of \$22,700 per title compared to an average cost of \$7,600 per pamphlet. The cost per copy for a periodical averaged \$0.60 compared to \$0.08 for a pamphlet.

Circular A-3 and Other Periodicals

Circular A-3 "Government Publications" is the Executive Branch implementation of Section 1108 of Title 44 of the United States Code which requires OMB approval of certain periodicals. The Title 44 definition of the term "periodicals" is complex and indefinite. Some agencies may have interpreted this definition so as to exclude most of their periodicals from the OMB clearance process specified in Circular A-3. Only 11 percent of the 2,533 periodicals reported are defined by the agencies as periodicals subject to OMB clearance under Circular A-3. The ratio of A-3 periodicals to total agency periodicals varied widely: from under 1 percent of DOD's and Treasury's periodicals to half of the Department of Labor's and GSA's periodicals.

Approval Code

Fewer than 10 percent of the publications were listed as "required by statute." Our analysis did not include a check of the statutes to confirm the requirement. We suspect that many of the titles listed as required by statute are, in fact, authorized but not required. Over 80 percent were only "deemed essential by agency." Therefore, most agencies probably have greater latitude in changing or even terminating most of their publications than is readily acknowledged.

User Fees

Only 9 percent or fewer than 1,100 publications were reported to have produced revenues through subscription or direct sales. Agriculture accounted for over 30 percent of all titles with revenues from user fees. DOD and Treasury reported user fees for approximately one percent of their publications.

First Issue Dates

Information on first issue dates was provided for 71 percent of the titles. This information reflects only the first issue date of publications that are still being distributed. Where first issue dates were given, the 1976-1980 period had the most new issues with over 45 percent of the total. This contrasts with only 18 percent of the first issues being started in the 1971-1975 period. However, many issues started in the earlier periods may have been dropped or revised into new issues, so this table does not reflect all new issues in each period.

<u>Period of time</u>	<u>Number</u> (#)	<u>Percent of total</u> (%)
1950 or earlier	395	4.5
1951-1960	394	4.5
1961-1970	1,362	15.7
1971-1975	1,561	17.9
1976-1980	3,972	45.7
1981-1982	1,014	11.7
No response	<u>3,519</u>	
TOTAL	12,217	100.0%

Eliminations of Publications

In addition to reporting inventory information on each publication, the agencies reviewed periodicals and pamphlets against control plans approved by OMB. This process resulted in the elimination of 1,762 publications or over 14 percent of all government publications. Agriculture led all agencies in number of publications eliminated (742) and the percentage (27%) eliminated. DOD (212), Labor (186) and Interior (102) were the only other agencies with over 100 eliminations each. Treasury and Commerce had the fewest eliminations with under 4 percent scheduled for elimination.

Consolidation of Publications

In addition to 1,762 eliminations, the agencies are proposing the consolidation of 236 publications. Agriculture again led all agencies with over half of all consolidations. Agriculture proposed over five times as many consolidations as the next highest agency. The total of eliminations and consolidations equal almost 2,000 publications or one-sixth of the total inventory. These 2,000 publications to be discontinued account for over 70 million copies, or over eight percent of all copies printed.

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Eliminations and Other Cost Reductions Compared to Cost by Agency

AGENCY	Publications to be Eliminated	Publications with Other Cost Reduction Actions	Savings on Publications	Cost of Publications	Savings as a Percent of Cost
DOD	212	538	\$ 3.1	\$ 28.2	10.8%
HHS	87	195	\$ 2.3	\$ 23.9	9.8%
Agriculture	742	425	\$ 2.5	\$ 13.3	18.5%
Treasury	16	20	\$ 0.1	\$ 11.7	0.7%
Energy	59	166	\$ 3.4	\$ 8.6	39.0%
Labor	186	209	\$ 2.1	\$ 6.5	32.7%
Interior	102	356	\$ 0.8	\$ 6.3	12.7%
Commerce	12	162	\$ 0.6	\$ 6.2	10.5%
GSA	60	98	\$ 1.0	\$ 6.1	17.1%
All Other	286	378	\$ 4.9	\$ 24.8	19.8%
TOTAL GOVERNMENT	1,762	2,547	\$20.8	\$135.6	15.4%

### Other Types of Cost Reductions

In addition to eliminating and consolidating publications, the agencies proposed 4,478 cost-reduction actions on 2,311 other publications. These reduction actions include lowering the production cost of these publications by reducing the volume, frequency of issue, use of color, and other printing and distribution costs. The most frequently mentioned types of cost reductions were changes in printing (1,239), fewer copies (872), and modified format (824). DOD led the other agencies by proposing 1,181 actions on 524 other publications.

### Total Cost Reductions of Publications

When these cost reduction actions are added to the almost 2,000 eliminations and consolidations, the number of publications with some cost-saving action will total over 4,300 titles or over 35 percent of all federal publications. Thus the review accomplished so far will reduce the cost of one out of every three federal publications going to the public. The other two out of three federal publications are still being reviewed to find additional cost savings.

### Savings from Eliminations, Consolidations and Cost Reductions

The savings that would result from these eliminations, consolidations, and cost reduction actions total over \$20 million for all the agencies. Overall, these savings will represent a reduction of over 15 percent of the cost of these publications since this project began.

Energy and Labor projected savings of one-third of their publication costs. Agriculture and GSA are projecting savings of over one-sixth of their costs. DOD, HHS, and Commerce proposed reductions of around 10 percent, and Treasury proposed savings of less than 1 percent of its \$12 million publications program. These agencies with increases include three of the four largest agencies, so they greatly reduce the overall savings percentage for all government agencies.

### Savings Per Publication and Per Copy

Most of the savings came from small reductions on many publications. Of the 4,300 publications with savings, over 50 percent involve savings under \$1,000. However, over 150 publications each had a reduction of \$25,000 or more, so the average reduction per publication with savings was \$4,800. The same relationship held true for savings per copy: over 80 percent had savings under \$1 per copy and over 85 percent of these had savings under 50¢ per copy.

### Savings and Fiscal Year Changes

The preceding costs and savings were summarized from the lists of non-recurring publications prepared by the Public Affairs offices of the agencies. These savings impact all three fiscal years: 1981, 1982 and 1983. This multi-year impact was taken into account when OMB, on October 9, 1981, requested that each agency provide fiscal year estimates of spending on publications. The following estimates of total budget obligations for publications, including non-recurring publications, were prepared by agency Budget Offices.

### Net Spending after Savings by Agency

The estimates of net spending after savings indicate that the growth in periodicals and pamphlets has been arrested in most agencies. Spending for periodicals and pamphlets is declining from \$173 million in 1981 to \$157 million in 1982 despite rapidly rising publishing costs. Net spending is estimated to further decline in 1983 to below \$152 million despite further inflation in publishing costs. From 1981 to 1983, the efforts made so far will reduce this spending by over 12 percent. This 12 percent reduction in spending is composed of considerable reductions by most agencies, particularly including Agriculture, Energy, and Labor with about 20 percent reductions. However, DOD, HHS, and Treasury, are projecting increases that produce an overall result of modest improvement.

Net Spending on Periodicals and Pamphlets (Publications), 1981-83  
(Obligations in millions of dollars)

Agency	1981 Actual	1982 Estimate	1983 Estimate	Percent Change 1981-1983
Department of Defense	30.5	29.5	30.7	+ 0.8%
Department of Health and Human Services	21.6	21.4	22.3	+ 3.2%
Department of Agriculture	17.6	16.0	14.0	- 20.7%
Department of Energy	17.2	17.5	13.2	- 23.0%
Department of the Treasury	11.4	11.6	11.9	+ 4.1%
Department of the Interior	7.4	6.5	6.3	- 15.3%
Department of Commerce	6.2	5.8	5.8	- 6.4%
Department of Labor	5.6	4.2	4.5	- 19.6%
General Services Administration	4.2	4.6	3.5	- 16.8%
All Other Agencies	51.4	40.7	39.3	- 23.5%
<b>TOTAL GOVERNMENT</b>	<b>173.1</b>	<b>157.8</b>	<b>151.5</b>	<b>- 12.5%</b>

### Next Steps

We believe more progress can and should be made, and will be. These publication reductions will be monitored by the management tracking system associated with Management Reform '88 which will be used to monitor quarterly accomplishment of goals we establish with the agency heads for additional eliminations and cost reductions during FY 1983. Beside quarterly tracking of eliminations and other reduction actions and net spending, we will be working with the agencies to reconcile any differences between their saving estimates by publication and the year-end totals presented by agency.

### User Fee Review

Since user fees are not being frequently charged, the agencies are being requested to follow the Department of Agriculture model of reviewing each publication for possible user charges and reporting to OMB on increased user charges. The results of these reviews and negotiations with OMB will further improve the spending goals in the management tracking system associated with Management Reform '88.

### Circular A-3 Coverage Review

Since the Circular A-3 wording is complex and indefinite, many agencies are not submitting periodicals that could be subject to OMB clearance (e.g., 1,195 out of the DOD's 1200 periodicals and none of Treasury's periodicals). Potential A-3 periodicals will be identified from the listing of publications, and the respective agencies will be requested to explain why the periodical is not subject to Circular A-3. If OMB determines the periodical is subject to Circular A-3, the agency will have to complete the requirements of the Circular for those periodicals.

### Further Elimination of Duplication and Overlap

This inventory of government publications will be distributed to all the significant publishing agencies as part of an interagency review to identify additional duplication and overlap in existing publications. The agencies are being asked to review this inventory of publications and reduce it significantly in the next review. Publishers and others who have expressed interest in the review of federal publications are being provided a listing of the publications proposed for elimination and consolidation. Additional information on the other publications will be made available upon request. Further information on these materials can be obtained by contacting the Office of Management and Budget/Management Improvement and Evaluation Division.